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ABSTRACT

This document comprises a response to a UNESCO questionnaire submitted to the National Advisory Council on Adult Education. It is divided into the following sections: (1) The Relation of Adult Education to Economic, Social and Political Objectives, a section which emphasizes that the best long-range solution to the problems of society and the individual is to provide quality and relevant programs for the entire adult population; (2) Adult Education in Relation to the Educational System, a section in which adult education is defined as those programs offered for adults who have passed compulsory school attendance age and left formal schooling; (3) Financial Resources; (4) Methodological Aspects, and (5) Personnel for Adult Education. (CK)

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NATIONAL ADVISORY COUNCIL ON ADULT EDUCATION

UNESCO Questionnaire

Third International Conference on Adult Education

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The U. S. Office of Education convened a Working Group to plan the United States participation in the Third International Conference on Adult Education to be held in Tokyo, Japan, during July of 1972.

The Department of Out-of-School Education of the United Nations Educational, Scientific and Cultural Organization (UNESCO) prepared a questionnaire which the Working Group of USOE and the Department of State requested the National Advisory Council on Adult Education to answer.

This document comprises our response to the questionnaire which the NACAE submitted to the Working Group. Several groups, agencies, and organizations were requested to complete the questionnaire and a synthesis will be made of the various responses.

Dr. Leonard R. Hill, Chairman of the Council, expresses appreciation to the following individuals for assisting the Council on the questionnaire.

Donald Butcher	James Dorland	Dave Puddington
Frank Commander	Gerald Hanberry	Gordon Wasinger
Paul Delker	Monroe Neff	Carol Word
		and NACAE Members

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PART I

THE RELATION OF ADULT EDUCATION TO ECONOMIC, SOCIAL AND POLITICAL OBJECTIVES

It is significant that public acceptance of the concept of lifelong learning reflects a distinct change in the degree of marginality for adult and continuing education. Public acceptance alone, however, is not enough if adult education is to make an effective impact on priority issues. It is crucial that the professional body of adult educators concern themselves with the design of a concerted plan of action which will make it possible to resolve the major issues which will confront adult education during the 1970's. The best long-range solution to the problems of society--and the individual as well-- is to provide quality and relevant programs for the entire adult population, not segments of it.

Four fundamental questions must be considered in looking to the future in adult education. First, expanded programs are needed. Past and present programs have only met the needs of a small percentage of the various target populations. This has been evidenced in many cases by the fact that where the need is the greatest there have been fewer programs. There should be a concerted effort to provide comprehensive programs to serve individual and group needs to cultivate diverse human talent. New concepts in educational programming must provide for program expansion to serve vocational, professional, business, social service and cultural groups.

Secondly, adequate financial support is required. It is a challenge to adult educators to develop a pattern of financial support for the ultimate in program content in each community. Historically, the level of financing has been a primary determinant of the breadth and scope of the program.

Thirdly, the problem of articulation and coordination of adult education efforts must be resolved at all levels; national, state, and local. Today, many non-educational agencies, public and non-public, are actively engaged in sponsoring and conducting adult education activities. A lack of understanding appropriate relationships and "one-way street" patterns of coordination will continue to promote isolated approaches to the solution of identified educational priorities.

Fourth, there is a continuing need for an adequate and qualified corps of professional leaders in the field. The opportunities for professional training in adult education must be greatly expanded. The concept of lifelong learning also applies to those who are responsible for planning and implementing adult and continuing education programs. There is no alternative but to expand the national commitment and effort for staff development if adult education leaders are to effect constructive changes in the lives of American adults.

A major policy statement on future adult education priorities, "Imperatives for Action," was presented and adopted during the Galaxy Conference on Adult Education, Washington, D.C., December 6-11, 1969. The following list of action-oriented "Imperatives" suggested for achieving an effective and balanced system of adult and continuing education in the United States was published in December 1969:

I. To eliminate education deficiencies of American adults;

II. To strengthen adult and continuing education and community service efforts of community colleges, colleges, and universities;

III. To provide adult and continuing education in the arts and humanities, public affairs, and the Democratic process;

IV. To improve financial support for adult and continuing education;

V. To urge national non-governmental organizations to strengthen their role;

VII. To increase public awareness; and

VIII. To achieve higher levels of Federal support and coordination.

5. How are adult education activities correlated to problems of the individual (individual needs, standard of living, changes in values, etc.) ?

It is now clear that leaders in business, industry, education, the professions, and government are beginning to make adult education a central concern. Public policy reflects the growing conviction that the resolution of problems of the individual citizen is directly related to the resolution of national concerns. Probably, the greatest single impact during the 1960's came as a result of the U.S. Congress passing more than 20 major pieces of legislation in support of adult education. It would be unwieldy to attempt to list all the acts supporting adult education and identify the appropriate administering department, bureau, or agency. Examples will be restricted to a small representative sampling.

The Adult Education Act of 1966 is enabling the public schools to lead a frontal attack on the national problem of literacy and elementary education for the disadvantaged population.

The State Technical Services Act is assisting states with the continuing education of scientists, engineers, technical personnel, and business administration personnel.

The Older American Act provides support for training older citizens for

useful careers in their later years.

The Manpower Training and Development Act provides occupational training programs for the unemployed and underemployed.

Other examples of the interest and involvement of the Federal government in adult education are authorized under separate pieces of legislation and are concerned with programs for Indians, Americanization and citizenship, operating and technical assistance for educational television facilities, special problems associated with small business management, various kinds of assistance for Community Action Programs, and inclusion of adult education in plans for supplementary education centers to service the community at large.

The Higher Education Act of 1965 was designed to aid universities in developing programs concerned with community development problems. A brief description of this Act will give an indication of the breadth of the Federal interest in adult and continuing education. Title I of the Act was designed to take advantage of the skills and knowledge of the university or college and to enlarging extension and continuing education programs and bringing them within the economic and georgraphic reach of more people. Some frequently identified problem areas for which programs have been developed are: problems in local and state government, programs in public health services, community recreation needs, projects for more efficient land use, local housing needs, projects to broaden youth opportunity, special problems of elderly persons, group relations, guidance and counseling for women in mid-career, education and counseling for

migrant workers, public administration and community leadership development, human resource development, and the broad areas of human relations and minority groups.

6. How is adult education integrated into other predominantly non-educational activities of society (for example, land settlement schemes, agrarian reform, projects for urbanization, self-management systems, co-operative schemes, family planning programmes, etc.); or the everyday life of the individual (for example, working life, spiritual life, family roles, leisure, etc.).

Adult education activities are provided by practically every type of institution in our country with which adults come into daily contact. Any listing would be incomplete, but the need for extensive involvement is obvious. Many organizations which have units that sponsor and/or conduct adult education programs have a primary purpose other than adult education. The most notable of these are represented by industry, the military, labor unions, churches, voluntary social agencies, and the public elementary and secondary schools. The adult education program may, however, contribute to the primary purpose of the organization.

Institutional arrangements for adult education in non-educational organizations and activities are at best piecemeal and fragmented. What appears to be lacking is the administrative structure which can assemble the various fragments and from them develop a total program of adult education which will meet both individual and societal needs.

Many of the program models make noticeable effort to personalize the adult education experience and to increase the quality and quantity of contribution of the

individual to the primary purpose of the organization. Much of this is accounted for in quasi-programming kinds of arrangements. Programs often give more attention to providing for organizational needs than to determine societal needs and respond to them. Some of the programs suggest that they will prepare adults who can cope with or even facilitate societal change while others identify current areas of societal need to which adult education activities might reasonably be expected to respond to directly.

PART II

ADULT EDUCATION
IN RELATION TO
THE EDUCATIONAL SYSTEM

II. Adult Education In Relation To The Educational System

1. Is adult education conceived and organized separately or in conjunction with education for children and adolescents (with regard to planning, administration, content, staff, funds, institutions, etc.)? What are the advantages and disadvantages of the present arrangements?

For the purpose of discussion in Topic II, adult education is defined as those programs offered for adults who have passed compulsory school attendance age and left formal schooling. An adult is one who has entered upon the responsibilities of maturity and whose major preoccupation is that of earning a living or whose chief responsibility is to home and family. Adult education is instruction conducted on an organized basis provided by an agency or institution recognized as capable of providing educational activities and pursued by the learner in a systematic manner. Adult education serves on the one hand to help the individual reach his highest possible usefulness and self-realization. Yet, on the other hand, it helps the adult community identify, study, and understand problems as they arise. The purpose is not only for individuals in society to catch up, but increasingly to keep up and advance.

In the United States of America, in many communities adult education is conceived and organized in conjunction with the lower or the elementary and secondary education system. In these same communities, adult education is often conceived and organized by a large number of other groups. (In some communities, it is planned, organized, and administrated by only the elementary and secondary education school system.) In fact, in most communities in the U.S.A., more than one public and/or

private institution or agency is accepting responsibility for adult education because adult education is not confined either to schools, colleges, and other educational institutions or to courses and classes. Its sponsors include employers churches, unions, military service schools, correspondence schools, community agencies, and a wide variety of professional, proprietary, and voluntary institutions. Adult education assumes such varied forms as courses taken for credit, informal instruction, on-the-job training, correspondence study, instruction by social workers or public health nurses, and discussion groups or demonstrations at home, shop, in the field, or the office.

A significant national study of the educational activities of adults in the United States[1] published in 1965 found 25 million adults (about one in every five in the country) actively involved in adult education programs. About two-thirds (16,500,000) of these 25 million adults were enrolled in credit or non-credit courses. Only 40 percent of these courses were conducted by schools, colleges or universities, public or private; 60 percent were conducted by non-school institutions. Table 1 shows the kinds of institutions involved and the number and percentage of adults being served in the various course offerings.

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[1] Johnstone, John W.C., and Rivera, Ramon J. Volunteers for Learning: A Study of the Educational Pursuits of American Adults. Chicago: Aldine Publishing Co., 1965. 624 pp.

TABLE 1. ESTIMATED NUMBERS AND PERCENTAGES OF ADULTS ENROLLED IN CONTINUING EDUCATION COURSES OF VARIOUS SPONSORING INSTITUTIONS IN THE UNITED STATES, 1962[2]

Sponsoring Institutions	Number	Percent
Churches and synagogues	3,460,000	21
Colleges and universities	3,440,000	21
Community organizations	2,450,000	15
Business and industry	2,040,000	12
Elementary and high school	1,920,000	12
Private schools	1,220,000	7
Government agencies	1,180,000	7
Armed forces	580,000	4
All other sponsors	250,000	2
Total of estimates	16,560,000	101*

* Error due to rounding.

A further look at these adult students reveals that about one-fourth (6,800,000) of the 25 million were earning credit toward certificates, diplomas, or degrees. This credit was to be applied toward elementary school certificates (almost none), high school diplomas (about 8 percent), a first college degree (about 23 percent), an advanced college degree (about 19 percent), or a certificate or diploma outside the regular educational system (about 50 percent).

[2] Johnstone and Rivera, p. 61. Adapted from Table 3, 14: "Estimates of Courses Attended at Different Sponsoring Institutions."

Adult education in less structured forms is difficult to locate and count. It is clear, however, that activities other than courses comprise at least one-third of all adult education, and it seems reasonable to assume that considerably more than half of the activities are being conducted by non-school organizations and agencies.

Churches, unions, business and industry, government agencies, women's clubs, professional societies, and voluntary groups often conduct very substantial programs. Some do it in support of their other purposes; some do it as one of their primary purposes.

As a way of summary then, most adult education programs in most communities in this country are conceived and organized separately from educational programs organized for children. However, there has been a growing trend since 1965 for the elementary and secondary school system to accept greater responsibility for planning, organizing, coordinating, and staffing local adult education programs.

Some of the advantages of separately organized programs for adults are:

a. They acknowledge in very concrete terms that deliberate and ordered learning is a persistently essential function in a complex society. They acknowledge that such learning is integrally related to our day-to-day tasks of choosing and acting, hence, to the realizing of human values and purposes.

b. They permit the accommodation of a very broad spectrum of educational goals. Many of these goals are appropriate only to private, partisan, of sectarian groups but are desirable, or at least permissible, within

the framework of our free society. Others are appropriate to special groups defined in terms of ethnic, educational, vocational, age, interest, or other characteristics of the members.

c. They tend to identify and enlist educational resources not otherwise available. No single institution and no complex of public institutions can expect to identify and enlist the total reservoir of continuing education resources available in any community.

d. They spread the benefits of planning, organizing, interpreting, and instructing among many individuals and groups.

e. They tend to produce more responsible behavior on the part of participating groups.

f. The increased number of agencies permits expansion of educational opportunities, limited only by the will, vision, and resources of those involved.

A few of the disadvantages of separately organized programs are:

a. They may create or magnify divisions among institutions and groups.

b. They may accentuate inequities and inequality of access to educational opportunities.

c. They may result in overlooking and overlapping in education services.

d. They may result in gross inefficiency in the employment of educational resources.

e. It may confuse the consumer of adult education programs by not telling them where to turn for assistance.

2. Name the major public ministries involved in adult education under headings a, b, and c:

a. Directly by organizing courses

(1) Local school districts

(2) Community colleges

(3) Area vocational technical schools

(4) Cooperative extension service

(5) College and university extension service

(6) Public libraries

(7) Community action agencies

(8) Municipal courts

(9) State employment agencies

(10) State and local public health departments

(11) State and local law enforcement agencies

(12) State and local social welfare agencies

(13) National, state and local parks and recreation systems

b. By providing financial assistance, grants-in-aid, coordination and inspection services, etc.

(1) Federal and State Departments of Health, Education and Welfare

(2) Federal and State Departments of Labor

(3) Federal and State Departments of Housing and Urban Development

(4) Federal and State Offices of Economic Opportunity

(5) Federal and State Departments of Agriculture

(6) Federal and State Parks Service

(7) Corporation for Public Broadcasting

(8) Federal and State Corrections Agencies

c No Response

3. What are the main non-governmental organizations active in adult education? What are the main non-public bodies or institutions contributing to adult education? What methods and modalities are used to solve problems regarding the coordination between the multitude of governmental and non-governmental, public and private activities and resources?

The main non-governmental organizations active in adult education are:

(1) The churches and synagogues

(2) Business and industry

(3) Labor unions

(4) Private schools

(5) Arts councils

(6) Manufacturers associations

(7) Professional societies

(8) The communication media

(9) Community organizations

a] Parent-Teacher groups
b] Political parties
c] Service clubs
d] League of Women Voters
e] Charitable groups
f] Fraternal organizations
g] Special interest groups
1] Farm organizations
2] Veterans groups
3] Ethnic groups
4] Cause groups
h] Trade associations
i] Chamber of Commerce
j] The Urban League

These main non-governmental bodies are contributing to adult education:

(1) Money

(2) Staff

(3) Recruiting students

(4) Problem identification

(5) Coordinating services

(6) On-the-job training

(7) Apprenticeship training

(8) Testing and counseling services

(9) Facilities

(10) Expertise and leadership

(11) Educational programming

The methods and modalities used to solve problems regarding the coordination between the multitude of governmental and non-governmental, public and private activities and resources are as follows:

(1) Most of the coordination for adult education is done by voluntary coordinating councils at the local level. At the State and National levels there has been an attempt to formalize the organizational structure by building comprehensive area manpower planning committees (camps) in an attempt to coordinate all of the resources focusing on manpower training. The State education agencies also attempt to organize and coordinate adult education programs offered by many public and non-public agencies. There have been two national councils established - the Vocational Education Advisory Committee and the Adult Education Advisory Committee - and both have some responsibility for the coordination of programs to serve adults.

(2) In some communities, community colleges serve as a coordinating agency. In other situations, intermediate school districts serve as coordinating agencies attempting to coordinate services of local school systems and other governmental agencies. In still other situations, the area vocational-technical schools serve in this capacity.

4. What are the possibilities for adult learners to combine school and out-of-school education either simultaneously or sequentially? Describe facilities available for men and women to begin or resume formal education at various stages of their lives. It is assumed that formal education is that education that would lead either to certification or to a degree.

The possibilities for adult learners to combine school and out-of-school education are:

(1) On-the-job training as provided through apprenticeship and manpower training programs.

(2) Many programs that combined an organized meeting with presentations on television.

(3) Correspondence courses that run in conjunction with regular classes.

(4) Equivalency tests for high school and college that students prepare for by in-class experience as well as out-of-class programmed instruction experience.

(5) Educational programs and discussion groups that are organized utilizing the media.

(6) There are a number of armed services experiences that are equated for formal credit.

Some of the facilities available to adults to begin or resume formal education at various stages of their lives are:

(1) Public School districts

(2) Community colleges

(3) Area vocational technical schools

(4) Intermediate school districts

(5) Cooperative extension service

(6) College and university extension service

(7) Parochial schools

(8) Proprietary schools

(9) Business colleges

(10) Public libraries

(11) Professional societies

PART III

FINANCIAL RESOURCES

III. Financial Resources

1. Estimate the proportion of the total national expenditures on adult education coming from the following sources of finance:

Public funds

(a) Central Government

(b) Local Governments

Other sources

(a) Voluntary Organizations

(b) Industrial and Commercial Enterprises:

(i) as in-service training

(ii) in other ways

(c) Agriculture (co-operatives, firms, etc.).

Public Funds

a. Central Government

The United States federal government has a vast number of agencies which, in turn, are made up of many smaller units. Almost every unit of federal government has some funds allocated to the education and/or skill training of adults. Frequently, it is almost impossible to identify funds allocated for adult education purposes unless you are connected with the particular thrust of that unit. An example of this would be narcotics law enforcement training by the federal Bureau of Narcotics. The information about this would be best known by those dealing with the drug abuse problem. The estimate of the amount of funds spent directly or indirectly for adult education by the federal government would be in excess of $200 million. Listed below are a few sample programs showing the government agencies responsible for their administration:

Consumer Education	Food and Drug Administration Department of Health, Education and Welfare
American Indians	Adult Vocational Training U.S. Department of Interior Bureau of Indian Affairs
Education for Migrant Farm Workers	Community Action Program Migrant Division
Citizenship Training and Information	U.S. Department of Justice Immigration and Naturalization Service
Cuban Refugee Program	Welfare Administration Department of Health, Education and Welfare
Educational Talent Program	Bureau of Higher Education Department of Health, Education and Welfare
Job Corps	U.S. Department of Labor
Neighborhood Youth Corps	On-the-Job Training U.S. Department of Labor
Upward Bound Program	Office of Economic Opportunity
Vocational Education Research	U.S. Office of Education
Vocational Work Study Programs	Bureau of Adult and Vocational Education U.S. Department of Education
Vocational Rehabilitation (4 or 5 different programs)	Department of Health, Education and Welfare
Work Experience Program	Bureau of Family Services Welfare Administration Department of Health, Education and Welfare

Youth Opportunity Centers	Bureau of Employment Security U.S. Department of Labor
Education for Families with Dependent Children	Bureau of Family Services Department of Health, Education and Welfare
Education for the Blind	Bureau of Family Services Department of Health, Education and Welfare
Post High School-American Indians	Bureau of Indian Affairs U.S. Department of Interior
Apprenticeship and Training	Bureau of Apprenticeship U.S. Department of Labor
Training in Law Enforcement	Federal Bureau of Narcotics
Cooperative Extension Service	U.S. Department of Agriculture
Manpower Development and Training (Under the heading of education, training, and skill improvement, there are about 100 programs listed in the catalog of federal assistance for manpower development and training.)	U.S. Department of Labor

b. Local Government

It is fair to assume that every unit of local government (village, town, city, county, state, school district) spends some funds annually for some kind of continuing education for adults. Some states spend funds by an established formula assisting localities with adult education. Many minor political divisions spend funds as needed to provide for critical educational needs of certain groups of citizens. EXAMPLE: a town or village may appropriate funds for the training of medical emergency technicians to man the volunteer ambulance squad. Or they may finance special police of firemen training. For example, in New York State there are about 2,300 local government units not including special regional arrangements or single purpose consortiums. These figures

would suggest something over 100,000 local government units within the United States. If the average local government unit expenditure on continuing education was averaged at $1,000 a unit per year, the total annual expenditure would be in excess of $100 million.

Other Sources

a. Voluntary Organizations

If voluntary organizations are synonomous with private organizations, exclusive of industry, commercial, and agriculture, the number and kind is limitless. The last issue of the Ford Foundation Letter, which is issued about every two months, indicates several million dollars in grants for continuing education. This one illustration measured against the almost phenomenal number of voluntary organizations suggests it would be folly to suggest any figure as to the total funding for adult education in this category.

b. Industrial and Commercial Enterprises

Nearly every business of any size provides training and/or education for its employees. A good percentage of these provide training for members of the employee's family as well as for residents of the municipality in which the business is located. EXAMPLE: Last year the General Electric Corporation carried a budget item for education of approximately $3 million. Since there are nearly 100 companies of this size category in the United States, it is estimated that this figure would be about $300 million.

During the decade of the 60's there has been a trend for major unions to write educational funding in the union contract. This suggests a combination of union funds

and business funds being intermingled in a common education expenditure. There is no evidence readily available to assist in making an estimate of this kind of expenditure for adult education.

c. Agriculture Cooperatives, Firms, etc.

In the field of agriculture, there has been a historic marriage between the federal Department of Agriculture and the local agricultural endeavor managed by the Land Grant Colleges. This development makes it difficult to separate federal and/or public funds from private funds. However, marketing cooperatives such as grain, milk, eggs, produce, have frequently provided educational opportunities for up-grading the individual's expertise in production and marketing. Further, industrial companies manufacturing machinery, pesticides, and packaging have periodically provided educational activities related to the wider acceptance and use of their products.

2. To what extent is adult education financed by the adult learners themselves in the form of fees, etc.?

Historically, adult learners have been required to finance educational opportunities through fees. This has been necessary because many local school districts, community colleges, and private institutions have not had allocations of public funds and have responded to adult educational needs by providing these programs on a self-supportive basis. Usually, public institutions have operated on a non-profit basis while private institutions have sought to make a profit in providing this service. A large percentage of the public funds available for continuing education for adults are earmarked for very special programs serving a very special group. This has left many who need

education on their own because they did not fit either the special program or the special group requirements. EXAMPLE: education for veterans, Indians, and disadvantaged. Or special programs for police, firemen, migrants, or unemployed. It would be difficult to estimate the amount of funds expended in this way. It is possible that the total individual expenditures could equal that provided from all other sources.

3. What provisions are made for supporting adult learners, e.g., by free tuition, scholarships, paid study leave, reduced working hours, childcare provisions, etc.?

On a percentage basis, it would appear that a small number of adult learners have been registered in educational programs which make provisions for the cost of their living expenses while in training. A number of federal programs serving the disadvantaged adults have contributed toward their support by providing a stipend. Both government and industry have provided a modest amount of scholarships and pay study leave to stimulate employee up-grading. EXAMPLE: One state education department has provided half pay for as many as five employees per year out of a total of 3,500 employees.

Some industrial and commercial enterprises have allowed time off for special training programs. Some of these have been operating in cooperation with labor unions. Recently, some units of government have permitted training during working hours without the loss of pay.

Providing child-care programs for parents needing vocational training has been a problem in recent years for which little or no provision has been made.

It is not known what the national total for funding in this area would be.

4. Is non-governmental adult education in any way financially supported by government? If so, how?

Non-governmental adult education is sometimes financed directly or indirectly by government. One illustration of this would be the National Alliance for Businessmen who have intermingled private and public funds to provide certain training for potential employees. A number of vocational and rehabilitation programs have provided a portion of the employee's salary to the industry employing these individuals as a partial payment for the training provided. No estimate is suggested for the national figure on funding for this activity.

5. Note, in proportion to other expenditure (especially in proportion to expenditure on formal education), major changes in financial allocations to adult education since 1960, and say whether significant changes are envisaged for the 1970's.

There is much evidence to indicate an increase in the financial allocations for adult education by the federal government during the decade of the 60's, and some evidence to show this will be increased during the decade of the 70's. Further, there are a number of developments to indicate a broader recognition that increased education will assist in resolving some of the social and economic problems presently plaguing adults. Hopefully, there will be a trend toward making life-long learning opportunities available for all segments of our adult population by funds not being earmarked for special programs for special groups.

6. Indicate the size and nature of external aid, if any, provided by your country for the education of adults in other countries.

We are incompetent to indicate or estimate the ways and nature of external aid to other countries. We are aware that most of the federal foreign aid programs include some funds for education. Also, such programs as A.I.D. and Peace Corps, are specifically designed to provide educational opportunities for the citizens of other countries.

PART IV

METHODOLOGICAL ASPECTS

IV. Methodological Aspects

Introduction

Adult education in America continues to develop and utilize a wide range of instructional methods. Educational programming for adults, in the main, depends upon voluntary participation which requires development of opportunities to meet individual needs and wants. The learning objectives of the individual require application of the widest range of instructional methods and also serve to stimulate the development and application of new methods as well as the use of old methods in new combinations to provide the most effective individual learning combinations.

1. Describe major innovations in methodology and in the use of modern communication media which have been introduced in your country in recent years. If evaluation of such innovations has been made, please attach documents or reports.

Application of new methodology places adult education on the cutting edge in American education where trial and experiment seem to be a normal activity. It is regrettable that most of the trial and experimentation is not controlled or documented in a formal sense. This is a direct result of the lack of an organizational structure for adult education. The new methodology in adult education appears to indicate a trend toward greater individualization of learning experiences. The development of packaged units or modules of learning experiences using printed materials (software) and mechanized devices (hardware) are being used at all levels of education. Small learning units or modules are being used to teach illiterates to read and to provide refresher learning for postgraduate professionals. This methodology is provided through a wide

range of institutional patterns, and in many instances instructional supervision or resource people are available for assistance.

The old method of a single teacher with a limited number of pupils at various levels of educational achievement that was developed for the rural schools of America has been reintroduced to provide learning opportunities for illiterate or undereducated adults. This method has been augmented and supplemented with the new educational technology including programmed materials and texts as well as mechanical devices, readers, pacers, video tape recorders, magnetic recorders, and in some instances computer based instruction.

The trend toward individualized instruction has produced a number of learning resource centers, particularly at the developing community college institutions, where adults may--when the time is convenient to them--pursue the areas of knowledge and skill that they feel is most necessary and may achieve at their own pace. In addition to learning resource centers methods using the one-to-one concept applying technology have brought into use the itinerant teacher, long distance and local telephone, radio, magnetic tapes, television, and mobile classrooms for the home bound or geographically isolated learner.

Itinerant teachers for high school completion programs for adults are used in some communities. Long distance telephone has been utilized for individual and group learning when the best instructional resource is located some distance from the learners. Local telephone is used by a community college to provide assistance and actual lessons for those pursuing certain course modules, some of which are on magnetic tapes and are automatically keyed. The relaxation of the technical credential for operation of short range FM radio stations holds great promise for future adult education programming.

Television, in addition to classroom use of video tape recorders, is developing closed circuit educational systems in some established institutions and educational television systems and commercial systems are continually being used for a variety of adult education programs. The Corporation for Public Broadcasting (CPB) and the U.S. Office of Education are presently formulating TV programming for adults.

A relatively recent development labeled the tele-writer will more than likely have increased application. This device uses normal telephone transmission facilities and allows for written instructions as well as the two-way voice communication for instruction.

2. What have been the main reasons for adoption during the 1960's of new methods, media, and new educational technology in adult education?

A myriad of reasons for adoption of new and innovative learning opportunities exist in the free and open society of the United States. Certainly, a main factor is the increased level of technological development and the standard of living which places pressure on each citizen to grow and develop. The matter of employment as well as the wise use of leisure time requires continued learning for most people. A second major reason for adopting new methodology stems from the nature of the free enterprise system. Most instructional methodology depends upon proprietary sources for materials and equipment, motivated by profits produced. Business and industry must place on the market items appropriately successful for educational programming. A third major reason for the application of new methodology is increased available financial resources for education. In recent years increased funding from governmental and private sources has stimulated greatly the use of new methodologies and media. it is also a factor that individuals in America are using more of their personal financial resources for educational

purposes. A fourth major factor is that of instructional efficiency and accountability for educational investment. When these factors become as meaningful as they are in the current social-political setting, instructional innovation and appropriate use of media and technology are stimulated at all levels. A final factor is the influence of the trend toward individualized learning. Richard Burns in an editorial in Educational Technology magazine of June 1971 states:

"The basis for believing that individualized instruction is educationally desirable resides in the nature of man. No two living organisms are alike. If this statement is true, and all evidence appears to support it, then basically we are led to the assumptions that:

a. No two learners achieve at the same rate.

b. No two learners achieve using the same study techniques.

c. No two learners solve problems in exactly the same way.

d. No two learners possess the same repertoire of behaviors.

e. No two learners possess the same pattern of interests.

f. No two learners are motivated to achieve to the same degree.

g. No two learners are motivated to achieve the same goals.

h. No two learners are ready to learn at the same time.

i. No two learners have exactly the same capacity to learn."

The application of methodology stemming from such a concept requires the greatest variation and continued innovations.

3. Indicate any important changes, such as application of educational technology (particularly use of television for educational purposes) envisaged for the 1970's. Describe as well any plans for the application of systems' analysis for the development of adult education.

It is very difficult to predict the direction and magnitude of methodological change in the immediate future. The overwhelming success of the commercially produced "Sesame Street" on television will certainly have an impact on future educational programming via television. The perfection of the CBS system of home recording of television with a remote control device that would permit a person to record a program while absent for later individual viewing will have dramatic influence on TV programming for educational purposes. The increased level of technological development and continued availability of finances will be most influential on the development of new methodology, media, and technology. One can envision a multimedia learning resource center in each American home in the not too distant future.

4. Is information about the operational application of modern media and methods readily available in your country? Indicate any need felt for improving international dissemination and exchange of information in this field.

It would be a tragic mistake to assume that information about educational methodology, media development, and instructional technology devices had been widely disseminated or appropriately available for the education profession. The decision to use methodology, media, and technology rests with the individual teacher. There are many sources of information concerning these resources; however, the adequacy of dissemination depends upon the use by teachers of the many avenues. The primary sources of identification of methodology and materials come with identity in the profession. Much of the information is obtained through membership in professional organizations and membership on the instructional staff of an educational institution. Through

these identities one receives proprietary materials and advertising relating to methodology and technology. Professional journals and magazines devote a great deal of space to methods, materials, and research regarding their use. Attendance at adult education conventions is another professional activity where elaborate display areas are arranged which do a great deal toward disseminating information and ideas about innovative instructional activities. As a nation developing more specialization, staff members become somewhat dependent upon the specialist in methodology and media. Most educational institutions have represented on their faculties a media specialist on a full or part-time basis. Professional educators are increasingly seeking advice and information from these specialists who attempt to keep current in methodology and media. Special workshops and seminars across the country, usually in the summer, provide an excellent source of information. A number of clearing houses also provide valuable information. It certainly would be appropriate for adult educators to have a single source of information on methodology and media and, perhaps more appropriately, an international clearing house to the benefit of any man desiring to learn.

PART V

PERSONNEL FOR ADULT EDUCATION

V. Personnel for Adult Education

Introduction

One of the urgent and fundamental problems of adult education in the United States is the development of career-oriented personnel. The impact of this problem is felt in some of the old-line, traditional adult education activities as well as in some of the most recent innovative areas of the field. This statement can be validated on the basis of present enrollment and participation figures in such programs as public school adult basic education, community college day and night courses, retraining programs in business and industry and in continuing education programs of professional associations and organizations. It can also be validated and documented with evidence of the scope and nature of the problems of undereducation, poverty, rapidly changing professional job markets, increase of more time for life-long learning and leisure-time (non-work) activities, and the urgent pleas for understanding and protection of our environment.

Over the past few years, national, regional and state programs have been initiated to provide and prepare leadership and personnel for some of these adult education programs and activities. It is probably safe to conclude that many of these training and staff development programs have been successful. However, there remains a significant and varied number of gaps and shortages in adult education personnel. In order to respond to question five, it is necessary to first identify some of the major personnel categories which exist to some extent in adult education. A review of the areas or categories in which there are shortages needs examination. Following this initial analysis, the

remaining questions, which deal with the types, numbers and nature of training programs in operation, will be answered.

1. Considering that adult education requires a vide variety of personnel, with different specializations, and ranging from those in face to face contact with adult learners, to managers, planners, producers of educational materials (including "software"), and research workers, please indicate the categories of personnel in which shortages are most acutely felt.

(A) Categories of Adult Education Personnel in the U.S.:

There are three broad types of adult education personnel: First, there are those who can be categorized as practitioners who either work in face to face proximity to the adult student or who provide supportive services. A second category is the specialist who trains adult education personnel to perform as teachers or in other areas which support the instructional program. A third category is the knowledge technician or specialist, who performs a task of building knowledge in the field of adult education.

Practitioner

Face-to-Face

- teacher
- counselor
- paraprofessional aide
- recruiter
- human resource specialist
- trainers in human relations training
- group leader
- community development leader

Supportive Services

- manager
- administrator
- planning specialist
- director of training
- director of education
- curriculum developer
- media specialist
- proposal writer

Training Specialist

- university professor
- teacher-trainer
- conference and institute coordinator
- human resource management specialist

Knowledge Specialists

- applied researcher
- university professor
- author
- commentator
- journalist

(B) Categories of Personnel in Which Shortages Are Most Acutely Felt:

Categories with the greatest shortages of personnel, training opportunities, and career development opportunities are: paraprofessional aide, manager, researcher, media specialist, proposal writer and director of education/training.

(1) Paraprofessional Aide: There is considerable evidence that the adult education programs throughout the U.S. could be strengthened significantly via the use of the paraprofessional aide in many of the different adult education tasks. Aides are often recent graduates of many different types of adult educative activities. There is a need for and great availability of paraprofessionals who are drawn from the target audience. This applies not only to programs associated with the poverty program and adult basic education, but could also include local community ecological seminars, discussion groups, forums, etc.

(2) Manager: There is a shortage of well-trained managers (administrators) who have an adult education orientation. Many adult education administrators were

trained in other areas of education--generally, elementary and secondary education--and have tried to shift to adult education.

(3) Researcher: Although there are many research technicians, analysts, etc. employed today in various aspects of education (universities, public schools, research and development sections of business), most of the people carrying out research activities in adult education have not been trained in the special elements of adult education.

(4) Media Specialists: There are very few technicians in the area of communication/instructional media who are engaged in adult education. Again, as in the case of the researchers, media specialists from other areas are invading adult education but the invasion is occurring without a well-planned attack strategy.

(5) Proposal Writers: The life of many adult education programs depends upon the ability to obtain funds from various government and private sources. This is impossible in many cases, unless there is an effective grantsman available. This personnel slot is often filled by expensive consultants who are not able to understand fully the nature of problems and needs at the local program levels. This particular category is in great demand and short supply because training institutions do not offer courses in grantsmanship and because it is not a fully recognized personnel category throughout the field.

(6) Director of Training/Education: There is a great advance in the adult education activities of professional organizations and associations. Thus there is an upswing of need for directors of education in various areas, i.e., scientific, engineering, or space-related business and industry. In recent days, several large national institutes have been established in such areas as housing and criminal-justice systems,

and there is a great need in these institutes for directors of education who possess specialized knowledge of the subject area in addition to being familiar with adult education methods and techniques.

2. By which institutions, or under whose auspices, are training courses provided for:

(a) full-time

(b) part-time

adult education personnel of different categories (e.g., teachers, instructors, animateurs, counselors, discussion leaders, monitors, administrators, planners, producers of written and audio-visual materials, etc.)?

Traditionally, the college or university has provided most of the training for adult educators. It is usually accepted that there are approximately 40 institutions of higher education which provide masters and/or doctoral level programs in adult education. This is changing significantly for in the past two years, 16 colleges in the southeast have established either undergraduate or graduate programs for teachers, teacher-trainers and managers. These programs are financed via the U.S. Office of Education. This program will probably expand through the U.S. in future years.

Community colleges and other special institutes operated by colleges and universities have trained thousands of teachers, teacher-trainers and administrators in adult basic education since 1964. However, most of these efforts have been designated on a crash basis with little systematic follow-up. Also, these institutes and conferences have served part-time personnel in most cases. The universities in their degree granting programs have prepared full-time personnel.

Many other government and private groups have funded and organized their own short courses and institutes of training or retraining. Business and industry, of course, have been a leader in this activity. But again, the universities have been called upon to provide much of this andragogical training.

3. Indicate approximate annual numbers of persons trained by these institutions.

This question is very important, but its importance is overshadowed by an inability to make such guesses. There is very little information available in any central location or source to make even an educated guess.

4. What provisions are being made to meet the need for trained adult education personnel of various categories and levels for the 1970's?

Other than sporadic and fragmented reports from governmental agencies, i.e. Adult Education Division, U.S.O.E., there is a paucity of information available on projections for training in the 70's. There is a plan under way to develop regional training programs for teachers, managers and other personnel associated with the adult basic education program in the public school area. The Labor Department is currently planning regional training centers for its 80,000 local, state and regional employees. There are a number of innovative institutes and conference-oriented centers which are being expanded in order to prepare pedagogical and andragogical skills in some of the professional associations, but the extent to which this will be developed on a systematic basis is under question.

It seems that a national plan to support regional projects which are designed to set up undergraduate and masters degree programs in each state is imperative. This

program must not be limited to adult basic education but should relate to all adult education programs. In addition to regular degree programs, institutions of higher education should plan short courses, institutes, seminars and a wide variety of internships in conjunction with the regular degree program.

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